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ABSTRACT

An overview on employment and training as it relates to higher education is presented as part of the American Council on Education's Higher Education/Comprehensive Employment and Training Act (CETA) Project, which was supported by the Fund for the Improvement of Postsecondary Education. Attention is directed to the linkage between higher education and the federally-funded CETA program. The philosophical orientation of the CETA program, dollars expended, and persons served by the program are considered. Among the main functions of colleges working with the CETA program are the delivery of credit-based and job-specific classroom training and the provision of support services to participants. Training should enable workers to enter the job market, advance in their present job, or keep pace with technology. Two options for postsecondary institutions interested in working with the CETA program include a nonfinancial agreement or a contract with a prime sponsor. The contractual basis offers the institution a wide range of opportunities, including: credit- and noncredit-oriented direct services to individuals, credit- and noncredit-oriented professional staff development, research and evaluation projects, and technical assistance and consultation services. Attention is directed to policy issues related to participants, organizations and personnel, educational finance, curricula, institutional evaluation, and to college involvement with employment and training programs established through operational alliances or decision-making influence. Strategies for providing decision-making influence on the local and state levels and information on federal employment legislation are presented. (SW)

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AMERICAN COUNCIL ON EDUCATION

A Monograph of the Higher Education/CETA Project

Joel D. Lapin, Director, Higher Education/CETA Project July 1982

A POLICYMAKER'S OVERVIEW: FEDERALLY SPONSORED EMPLOYMENT AND TRAINING

By Daniel E. Vogler and Katherine K. Manley

INTRODUCTION

This monograph will provide an introductory overview to employment and training (E&T) as it relates to higher education. It addresses the associated realities of linkage between higher education and government funded employment and training systems. The design and operational practices of the Comprehensive Employment and Training Act (CETA) provided the substantive backdrop for the comments. The monograph provides information organized by: (a) History of the federal role in employment and training, (b) Legislative structure, (c) Delivery systems, (d) Higher education involvement, (e) Higher education policy issues, and (f) Collaborative efforts.

HISTORY OF THE FEDERAL ROLE IN EMPLOYMENT AND TRAINING

Employment and training has evolved from a myriad of economic, social, and political issues. The roots of CETA can be traced to the New Deal programs of the 1930 depression era. It has continued in various forms with relaxation only during periods of relatively low unemployment. The focus has vacillated between employment and training and consequently provided solutions in both areas. Nevertheless, the two foci have been inextricably related, and the dominant factors of E&T continue to be the federal role in providing jobs and training for jobs to persons unable to assimilate into the labor market. The severity of the problem is mirrored through unemployment rates, socially related demands for various forms of welfare and public assistance, and the impact of political considerations at the voting place. While the economic, social and political facets are intriguing, this piece will address only information linked to the magnitude and philosophical orientation of CETA.

MAGNITUDE OF CETA

The magnitude of CETA can be presented in a variety of ways, including dollars expended, persons served, and involvement of higher education institutions. The direct dollar expenditures have originated with the federal government through the legislative authorization, appropriation, and budget processes. CETA, while less than ten years old, has enjoyed widespread support of a bipartisan nature. It has faltered significantly only during the recent budget cuts and has sustained most of its losses in the public service employment activities. Since 1973, more than $80 billion has been committed to this endeavor, amounting to about $9 billion per year. The average annual sum is about 130 times the amount spent on E&T through the Manpower Development and Training Act (MDTA) and amounts to about ten times the amount spent annually by the federal government for vocational education.[1] It should be noted, however, that the bulk of these funds were earmarked for participant allowances and services, not the costs of training.

The number of persons served has varied from year to year, and indeed, within any given year. The persons have been served through employment, principally Title VI public service employment (PSE), or through a variety of training programs. The PSE numbers have ranged from none in 1973 to the 800,000 range in 1979 and 1980, to only a handful at present. The number served through training activities has steadily increased to about 2.5 million during 1980.[2]

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The scope of higher education's involvement has not been thoroughly documented. However, the American Council on Education has preliminary survey data suggesting an extensive involvement with hundreds of college and university locations. The overall scope of higher education's involvement can be described through three major functions. These functions are: (a) The delivery of credit-based and job-specific classroom training programs in both blue-collar and white-collar occupations. These offerings are concentrated in two-year institutions. (b) The delivery of support services to participants that may or may not enroll for credit courses. These services include assessment, counseling, basic skills instruction, job development, placement, and follow-up. These services are frequently found in both two- and four-year institutions, and often accompany classroom training programs. (c) The last major area is the delivery of research related to employment and training, and of program and policy evaluations, technical assistance, and staff development offerings. In general, this is the domain of four-year institutions.

It appears that two-thirds or more of the institutional locations offering CETA programs and services in functions "(a)" and "(b)" above are two-year institutions. The remaining institutions are four-year colleges and universities involved with function "(c)" activities related to research, evaluation, and associated activities. The information prompts two observations worthy of note. First, the percentages and functions vary by type of institution and geographic location. A number of four-year institutions, especially predominantly black colleges and urban colleges, provide programs and/or services. Second, the percentages vary by state. For example, in California a large portion of CETA funds are awarded to community colleges, and in South Carolina virtually all the funds are given to the state's system of two-year technical colleges. Yet in New Mexico, and to some extent in Illinois, the four-year institutions receive large amounts of funds.

The variability among institutional types and geographic locations suggests that there is no single successful interface with E&T and higher education. The realistic relationship probably depends upon a spirit of cooperation and a strong desire to make things work. This spirit and desire must permeate and transcend both organizations.

PHILOSOPHICAL ORIENTATION

The Comprehensive Employment and Training Act was created to fill a void for millions of persons in this country that, without employment, do not fully participate in economic, social, and political sectors. It became an instrument to provide a second chance to those persons. There would be no CETA if the first-chance systems in this country had accomplished their purposes. As part of its name implies, CETA is a national comprehensive employment and training system.

The employment dimensions provide that federal dollars should and can be spent to create "employers of last resort." This can be accomplished through PSE or through the private sector using federal support in the forms of grants, tax credits, or tax incentives. The last resort employment experiences should be short-term and designed to quickly assimilate the person into the regular workforce. Recent attention has been directed toward the private sector with the intent that it provide this service with a training component. The ultimate barometer for employers of last resort seems to be the unemployment rate, with the seven percent level serving as a middle ground threshold. If unemployment is higher, then there will be more employers of the last resort. If the unemployment rate is less, then there will be fewer employers of the last resort.

The training dimension seeks to provide skill development through the existing delivery systems. Contracts and nonfinancial agreements are executed in an effort to maximize program efficiency and increase the number of persons moving from the unemployed to training to employment ranks. Alternative modes of training are encouraged, and recognition is given to meeting participant needs prior to, during, and after training. Payment of an allowance or wages, related costs, and training costs has become the hallmark of CETA E&T programs.

LEGISLATIVE STRUCTURE

The major purpose of national manpower legislation is to improve the operation of labor markets by improving the competitive position of individuals facing barriers to employment. Between 1962 and 1973 the majority of federal job training funds were distributed under three major legislative statutes: (a) The Manpower Development and Training Act (MDTA) of 1962; (b) The Vocational Education Act of 1963, with 1968 amendments; and (c) The Economic Opportunity Act (EOA) of 1964. All focused on the economically and socially disadvantaged, all stressed on-the-job training and work experience over classroom training, and all placed high priority on short-term eligibility. From 1961 to 1970, federal funds for job training programs and related services increased from an annual rate of less than $250 million to about $4 billion.[3]

The decade of the sixties ended with a variety of programs designed to serve the disadvantaged. Unemployment and poverty remained, despite the different programmatic solutions. Some 17 separate programs were authorized to offer manpower services; each program had a separate administration, rules and regulations, and each strived to serve essentially the same individuals.[4] Thus in 1973 Congress enacted the Comprehensive Employment and Training Act which decentralized, decategorized, and consolidated all national manpower programs. Indeed, CETA changed the distribution of power and authority by altering the relationships and roles relative to the delivery of manpower services. Basic decision-making authority over CETA expenditures was lodged primarily with cities and counties, designated as CETA prime sponsors. Under the present CETA statute the state government's role has been limited to providing a state employment and training council, administering the governor's special grant funds, and operating the

balance of state prime sponsorship. The state or local units of government contract with the Department of Labor to administer programs. Each locality is semi-autonomous and responsible to the local unit of government from which it was created. Each CETA prime sponsor is unique in organization, management, program activities, and utilization of various titles.

DELIVERY SYSTEM

Structuring the delivery system and selecting the service deliverers are two principal tasks of CETA prime sponsors. There are no presumptive deliverers; however, Congress did stipulate that existing institutions of demonstrated effectiveness should be used to the extent deemed feasible. Thus, higher education institutions are in a unique position to compete with other agencies and institutions in providing employment and training programs and services for their local communities or for the balance of state.

The training programs are usually short-term in nature and involve skill-specific training of less than one year. The programs should enable workers to enter the job market, advance in their present job, or keep pace with changing technology. Programs may also be designed to meet immediate needs of business and industry, encourage new companies to locate in a geographic area, or respond to state, federal and professional licensing or certification requirements. Adaptation to these various demands requires flexible course content, length, and format. In addition, training can be offered on campus or within plant facilities at a job site.

Flexibility of training programs is directly related to the extent that the curriculum adapts to the needs of the employers and needs of non-traditional students. Thus colleges and universities will need to adapt curricula and provide multiple entry points for students. The combination of open-entry/open-exit and competency-based concepts facilitates a diagnostic, prescriptive, and individualized approach. Curricula should be developed or revised to accommodate changing technology, labor market demands, licensing, and certification requirements. Consequently, curriculum developers in colleges and universities should establish close working relationships with state agency personnel, licensing boards, professional organizations, and employers to ensure that course content meets expectations and satisfies requirements.

HIGHER EDUCATION INVOLVEMENT

While the steps in contracting with CETA vary, prime sponsors offer at least two options for postsecondary institutions interested in working with CETA. Institutions may either negotiate a non-financial agreement or contract directly with a prime sponsor. The following section highlights both of these options.

NON-FINANCIAL AGREEMENT BASIS

A non-financial agreement is negotiated between the institution and the local prime sponsor. Through this non-financial agreement, the institution provides public services without reimbursement or on a direct cost recovery basis only. Examples of non-financial agreement services are discussed below.

Service on Planning and Advisory Committees

Each local prime sponsor must maintain planning and advisory committees which make decisions regarding the services to be provided within a local community. For example, the important committees include the private industry council (PIC), a local advisory committee, and the local employment and training council. In addition, assistance could be provided in manpower planning, research, and evaluation of participants and/or programs.

Shared Resources

The college or university may provide college resources, libraries, and faculty and staff talents, or share college/university computer capabilities.

Personnel Exchanges

The college/university may provide job placement and internships for employment and training participants.

Staff Development Courses

The college/university may include certain staff and professional workers and/or participants in non-credit college seminars, workshops, and conferences.

CONTRACTUAL BASIS

Colleges and universities may wish to contract with an employment and training agency to provide services. Employment and training agencies offering contractual possibilities include the local CETA prime sponsor, balance of state prime sponsor, the state employment and training council, and the U.S. Department of Labor. Each agency offers the institution a wide range of opportunities, including: (a) Credit-oriented direct services to individuals, (b) Non-credit-oriented direct services to individuals, (c) Credit-oriented professional staff development, (d) Non-credit professional staff development, (e) Research and evaluation projects, and (f) Technical assistance and consultation services. These opportunities will be discussed in the following sections and accented with a case study.

Credit-Oriented Direct Programs to Individuals

Colleges and universities have an opportunity through employment and training legislation to participate in innovative occupational training programs. Under CETA, job training is planned and developed at the community level, relying on the coordinated inputs of employers, local agencies and institutions, community-based organizations, and interested citizens. Criteria for funding training projects usually include a requirement that the training lead to immediate and direct full-time employment in jobs with career opportunities. In addition, projects usually integrate classroom instruction with worksite training which enhances the trainee's opportunity for career development. Projects may upgrade the skills of workers who possess obsolete or inadequate job skills

or may be targeted toward specific groups of individuals, including youth, displaced workers, or occupationally specific areas. Evidence must be shown that there is cooperative local level planning to avoid wasteful duplication. Evaluation of the project must be included and usually utilizes placement as a performance criteria.

The present CETA legislation permits expenditures of funds for most of the costs associated with such programs, including materials, supplies, equipment, travel, and salaries. Many also pay allowances to the participants enrolled. These allowances help provide the basic necessities for disadvantaged students who are trying to stay in an educational activity despite personal hardships.

The following case studies were selected to represent: (1) The varied nature of higher education's involvement; (2) The range and types of institutional involvement; (3) The types of participants served by programs and services; and (4) The geographic mix of colleges and universities. An example of a credit-oriented direct program follows:

Florida Junior College
The Urban Skills Center[5]
101 West State Street
Jacksonville, Florida 32202

The Urban Skills Center is a CETA funded component of the Florida Junior College in Jacksonville. Participants are assigned to an area of instruction after assessment and counseling. The vocational programs are designed to provide job entry level skills in a designated instructional area. The Florida Junior College courses operate on an open-entry/open-exit basis.

Non-Credit-Oriented Direct Services to Participants

While skill training is the major focus of E&T programs, all other temporary assistance activities that permit the participation and retention of program participants in E&T activities are called support services. The many types of support services include employment and career counseling, diagnostic assessment and testing, orientation, transportation, health services, child care, and legal services. In addition, provision for job development, job readiness, attitudinal/motivational assessment, referral, and job placement and follow-up can be provided by a college or university through a contract with an E&T agency. All of these services combine to provide material and non-material support to the participant during her/his transition from the roles of the unemployed to the economic security of gainful employment. An example of a non-credit direct service follows.

Rancho Santiago Community College District
Santa Ana Language and Referral Center[6]
17th Street and Bristol
Santa Ana, California 92706

The Rancho Santiago Community College District operates the Santa Ana Language and Referral Center. The community college contracts to provide vocational assessment, counseling, and placement services for all residents of the community and is funded jointly by the district and the local CETA prime sponsor.

Credit-Oriented Professional Staff Development

The college or university may contract with the E&T agency to provide continuing professional education to the professional staff for academic credit. Courses can be tailored to the needs of the staff to include manpower management systems, curriculum design and development, counseling the disadvantaged, and effective assessment of clients. An example of this function follows.

Virginia Commonwealth University
Human Resource Development/Manpower Program[7]
Richmond, Virginia 23284

Virginia Commonwealth University (VCU) is one of sixteen universities in the United States with a grant from the U.S. Department of Labor to develop degree-related programs in human resource development and employment and training. With assistance from the grant, VCU's School of Community Services offers both undergraduate and graduate programs in human resource development and employment training management.

Non-Credit Professional Staff Development

Colleges and universities may offer pre-service professional personnel education for persons seeking to enter E&T positions. In addition, in-service staff training and professional development courses offered for credit, continuing education units, or certification can be provided. An example of this function follows.

Virginia Polytechnic Institute and State University[8]
Division of Vocational and Technical Education
Blacksburg, Virginia 24061

A week-long and intensive summer conference has been provided annually on the campus of Virginia Tech for all CETA program administrators, counselors, and instructors. Program operators have opportunities to update techniques and resources and share program information. It has been jointly funded through the Virginia Department of Education and the Governor's Employment and Training Council.

Research and Evaluation Projects

Research for the purpose of improving techniques and demonstrating the effectiveness of specialized methods in meeting the manpower, employment, and training programs are important components of the E&T legislation. Academic institutions are encouraged to provide training for program staffs and to strengthen the research base relating to planning and policy issues. Research, evaluation, and assistance projects might include an assessment and evaluation of CETA participants; an evaluation of CETA program monitoring; coordination and linkage projects; and planning research and development for local needs. An example of this research function follows.

Catonsville Community College
CETA/Community College Interface Research Project[9]
Catonsville, Maryland 21228

Catonsville Community College conducted research to examine the organizational, programmatic, and financial linkages between selected CETA prime sponsors

and corresponding publicly funded community colleges. Exemplary programmatic linkages between CETA prime sponsors and corresponding publicly funded community colleges were identified and categorized. A model system of programmatic and organizational linkages between CETA prime sponsors and community colleges, which allowed for the most effective service delivery system to CETA participants, was developed.

Technical Assistance and Consultation Services

Technical assistance for field-based programs can be most effectively provided by individuals and teams who are capable of moving quickly to reduce or eliminate problems and concerns. Contracts through the state governor's employment and training council or a local prime sponsor provide the college or university with the resources to provide field-based services. An example of this function follows.

Virginia Polytechnic Institute and State University[10]
Division of Technical and Vocational Education
Blacksburg, Virginia 24061

Funded through the Virginia Department of Education and the Governor's Employment and Training Council, Virginia Tech contracted to provide field-based assistance to CETA-funded programs on a request basis. The purpose of the technical assistance was to provide individuals, organizations, and systems with an outside expert to help them achieve various forms of desired change. A common request was to help develop and implement competency-based education.

HIGHER EDUCATION POLICY ISSUES

The involvement of higher education institutions in employment and training activities, promulgated by national legislative authority and appropriations will usually prompt new or adapted institutional policies. The legislation and attendant rules and regulations will prescribe institutional requirements and assurances which must be addressed summarily. In these instances, institutional policy must conform in order to participate. However, a host of issues will also surface in response to interpretation queries and new operational dimensions. These issues present both problems and opportunities for the institution and should be addressed against a policy backdrop.

The policy issues can be conveniently grouped as: (a) Participant considerations, (b) Organization and personnel considerations, (c) Financial considerations, (d) Curriculum considerations, and (e) Evaluation considerations. Institutions should examine and anticipate the impact that federal employment and training activities would make in each of these areas. Experiences during the past decade have accented several related considerations.

Participant Considerations

Simply stated, participant considerations may be addressed through five straightforward questions: Who are to be served? How? How much? When? and Where? Traditionally, institutional missions, aligned with population needs emanate from either instructional, service, or research functions. Interestingly, employment and training functions can also be categorized by the same three labels. Thus, on a broad base, all institutions of higher education will have at least part of their mission consistent with at least part of the E&T functions. However, closer scrutiny reveals inconsistencies.

Community colleges typically limit their missions to instruction and service, provide an array of credit and noncredit activities, limit instruction on the top to an associate degree, package instruction consistent with academic terms, and cater to a commuter constituency from a specified geographic area. Conversely a major university will typically encourage research endeavors, provide credit activities applicable only to the bachelor's or a higher degree, and cater to a state constituency. Other colleges will likely fall somewhere between these extremes.

Employment and training participant functions align with a social orientation keyed to correct unemployment and underemployment, seek alternative instructional and service approaches, focus upon short term and performance based activities, require instructional assistance based upon participant assessment, specify service and research results against time frames, and limit assistance requests to their organizational parameters. Harmony between the E&T participant and the institution of higher education must be sought. Given the targeted legislative restrictions, any differences in this area will likely be resolved through higher education compromises.

Organizational and Personal Considerations

Organizational and personal considerations will pivot on authority, responsibility, and institutionalization issues. This facet of policy has usually been left to the discretion of the higher education institution. The sponsoring E&T agency has typically permitted the higher education contractor merely to describe its organizational structure and to specify how sponsored activities would be staffed. In most cases this approach has produced results that were less than desired.

Higher education institutions have tended to delegate authority for sponsored activities to a person to be hired through the contract or to an institutional administrator already overloaded with work. In either case the success of the project was risked by expecting an outsider or an inside part-timer to provide leadership. The approach was usually followed by a practice of employing other outsiders to staff the project. Consequently the project became an appendage rather than an integral part of the institution. In the final analysis, the project was usually weakened and the benefits of institution renewal and change were lost.

A few institutions have considered the potential benefits from sponsored activities and approached the organizational and personnel considerations from an entirely different perspective. Individuals within the institution were encouraged to take an active role in development of proposals and were designated project directors or

staff personnel. This approach was followed by a practice of hiring outsiders to back up staff for traditional or regular services. The project thereby afforded staff renewal, increased probability for infusion of project approaches into the institution, and improved contract results.

Financial Considerations

Financial considerations on a cursory basis seem to hinge on whether a contract will add revenue or at worst break even. A closer study ought to raise questions regarding indirect costs, efforts on cash flow, potential conflict with public funding formula, and penalties for contract defaults. Problems have arisen in each of these areas.

Universities having a long history of grant and contract activity tend to cope better with E&T sponsors than do less experienced four- and two-year colleges. Recognition of indirect costs exist on the part of both the contractor and the sponsor, with approved formula in place for computation of the indirect costs. The differences between education and E&T fiscal years are accepted, and front-loaded start-up expenditures are commonplace for the seasoned institutions. This, thereby, reduces cash flow anxieties.

Some public institutions have exercised, usually unconsciously, practices that resulted in questionable if not illegal actions. For instance, contracts have been written for full-cost reimbursement from the E&T sponsor for instructional credit activities. The institution, in turn, accepted formula based funds from the state for the same credit activities. This produced allegations and occasional instances of "double-dipping." Other adverse financial situations have resulted through expenditure of funds for unauthorized items. Typical of this situation are excessive line item deviations, purchase of equipment without line item for equipment, expenditures in excess of the authorized budgets, or expenditures before or after the contract life. All of these situations are subject to an audit by the sponsor. If an audit reveals violations, then reprimands, cancellation of the contract, repayment penalties, or legal action can result.

Most of these negative aspects can be prevented through sound management practices with attention to clear communications, proposal budget preparation, contract negotiation, expenditure approval processes, and maintenance of records. A trained and experienced project director or an outside consultant can provide this expertise.

Curriculum Considerations

The primary curriculum considerations relate to three questions: What content will be delivered? Will credit be granted? What curricular delivery pattern will be used? Institutions of higher education have tended to identify broad content components which may be defined by degree, programs, general education distribution requirements, major and minor requirements, and, finally, courses. For most purposes, the content within a course has been left to the discretion of the instructor, insofar as the instructor does not flagrantly deviate from the catalog course description. Students matriculating under these conditions embark upon a plan to meet credit requirements through broad content components.

Employment and training-sponsored programs have varied from the higher education curriculum patterns in several respects. Students in these programs seek specific content that will bridge the gap between unemployment and employment. Funds have been targeted toward programs that demonstrate potential promise for short-term and alternative approaches. Employment and training agencies, as advocates of the student, want competence translated to credits which can be applied toward degrees.

From a practical and logistical viewpoint higher education and E&T appear to be in an irreconcilable situation. If the two institutions retain this stance, there is little chance that desirable outcomes will be achieved. However, workable relations can evolve through compromise by either or both parties through adaptation of their respective philosophies and practices.

Evaluation Considerations

Institutional evaluation of both a formal and an informal nature is at the crux of these considerations. The institution ought to compare potential E&T activities with its stated purposes. Attention needs to be given to the similarities and differences between the evaluation criteria of higher education and those of E&T. And finally, objective thought should be given to the impact that E&T linkages will make on the overall image of the institution.

In many respects evaluation considerations close a loop, by forming a connection with participant considerations. The action must be in harmony with the stated mission if maximum benefits are to be realized. Criteria related to student entrance characteristics, retention, grades earned, transfer success, employment rates, employment in field for which trained, employer satisfaction, and return on investment are examples of criteria that will need to be commingled. The aggregated data will be different if an institution becomes involved in E&T sponsored activities. As a consequence the whole notion of standards takes on a new dimension.

One of the most troublesome aspects of E&T and higher education involvement revolves around the nebulous notion of image. While E&T initiatives enjoy almost unbelievable support, they are plagued by a "step-person" syndrome. Too often higher education has elected not to become involved, for fear of being perceived as something less. Could this fear of perception be only an illusion? Could attention to standard public relation practices provide the desired image?

HIGHER EDUCATION COLLABORATION

Higher education can benefit through collaboration with E&T programs in several ways, including attracting new populations, obtaining sponsored service projects, attracting research support, securing consultant assignments, and exerting influence. Any collaborative activities, or a combination of them, will likely produce insti-

tutional development or renewal. It can be one of the most painless avenues to change. Involvement with E&T can be established through (a) Operational alliances or (b) Decision-making influence.

Operational Alliances

Institutions of higher education must assume the initiative if meaningful operational alliances are to occur. Employment and training programs have strong financial and political backing but their operations still occur in a limited resource environment. As such, there is more demand for involvement than the resources can bear. Employment and training has therefore developed a process-oriented funding approach. Priorities are set, proposals are requested, reviews are made, and contracts are negotiated. Contracts may be executed in any of the areas described in this document but not limited to these areas. Consequently, the institution must be alert and ready to respond to proposal requests. The response procedures are consistent with other public agencies.

Finally, an E&T agency does not have exclusive rights on good ideas. An institution can have an impact on the priority list through establishment of an ongoing dialogue. Indeed, the institution will enhance its capability in instances where an idea has been nurtured through an operational alliance between the higher education institution and the E&T agency. Repeat and expanded funding of proposals is the rule rather than the exception.

Decision-Making Influence

Influence on E&T decisions can produce a significant impact upon higher education institutions through a variety of indirect benefits. The very nature of a federal, state and local network of legislation and national policies permits and encourages involvement. It is possible to interact at any or all of the levels. Grouped below are some common sense strategies related to providing decision-making influence at the local and state levels.

1. The local CETA prime sponsor, balance of state prime sponsor and all other employment and training agencies are required to develop plans. The plans must be developed with the advice and involvement of cooperating agencies and the public. Institutions of higher education should participate in this activity. This can be accomplished through interaction with the agency, by participation in local employment and training councils or through the state employment and training council (SETC).

2. Decisions for E&T are made by persons and governing bodies clearly identified in a bureaucratic framework. Higher education institutions should identify and develop an understanding of the critical elements in the framework and the respective persons holding positional authority. It is through these channels that meaningful influence can be made.

3. The prepared institution will anticipate its involvement in E&T. Institutional policies should be reviewed and appropriately amended. Capability statements should be developed and made available to E&T decision-makers. And last, the institution should seek to develop broad based support within its ranks. Higher education and E&T agencies must be both buyers and sellers.

The aforenoted suggestions apply to local and state impact. Higher education can also influence the decisions at the national level, and it is at this level that legislative-based policy must be addressed. It is the policy promulgated by legislative enactment and the attendant rules and regulations that set the parameters for state and local decisions. Institutions of higher education have a responsibility to work with lawmakers in this effort. Therefore, higher education should make conscious efforts to provide information and counsel to Congress and the President. A strong higher education and E&T coalition could revitalize first-chance delivery systems and negate the need for a second-chance system.

At this writing it is likely that reauthorization of CETA will occur but with a name change in the form of something more specific than employment and training. The legislation will probably emphasize (a) Strengthening the involvement of the private sector through an organization similar to the private industry council, (b) Increasing the role of state governments and governors and decreasing the role of the federal government, (c) De-emphasizing income maintenance funds for participants, (d) Emphasizing measurement of results and performance standards with less concern for procedures, and (e) Placing a target of about three billion dollars for fiscal year 1983. Since this is likely to be overwhelmingly targeted for provisions of employment and training programs and services, higher education institutions may prosper as providers of training. These changes are positive, and should encourage continued and expanded relationships between employment training and higher education.

Footnotes

[1] Eli Ginzberg (ed.), *Employing the Unemployed* (New York: Basic Books, Inc., 1980), pp. 3-8.

[2] The National Council on Employment Policy, *CETA's Results and Their Implications* (Washington: NCEP, September 1981), p. 2.

[3] William H. Wilken and Lawrence L. Brown, *Manpower-Education Coordination: Two Decades of Frustration* (Washington: U.S. Department of Education, January 1981).

[4] Donald W. Drewes, *The Context of Vocational Education-CETA Coordination: A State of the Art Report* (Raleigh, N.C.: Conserva, Inc., January 1980), p. 35.

[5] For more information, contact Charles Flowers, Urban Skills Center, Florida Junior College, 101 West State Street, Jacksonville, Fla. 32202.

[6] For more information, contact Kathy Lusk, Dean of Occupational Education and Special Projects, Santa Ana College, 17th Street and Bristol, Santa Ana, Calif. 92706, (714) 667-3497.

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